

## WORKING CAPITAL FUND

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### PURPOSE OF THE PROGRAM

This intragovernmental revolving fund originally financed central blueprinting, duplicating, and distribution services to support GSA programs and other Federal agencies; customer reimbursements generated income and, after deducting expenses and making adequate provision for replacement of mechanical and other equipment, any excess funds were transferred to miscellaneous receipts of the Treasury.

Beginning in FY 1995, the fund also became the vehicle for financing centralized administrative support services that had been reimbursably funded under the former General Management and Administration appropriation.

### AUTHORITY FOR THE PROGRAM

The Working Capital Fund (WCF) was initially authorized in the Independent Office Appropriation Act, 1946 (P.L. 79-49; 40 U.S.C. 293). Operation of printing and duplicating plants requires approval of the Administrator of General Services, and printing plants require the further approval of Joint Committee on Printing, U.S. Congress. Operation of a field plant may be undertaken by GSA if it has a major interest, or by another Government agency under arrangement with GSA and subject to GSA regulations. Language in the 1995 Treasury, Postal Service, and General Government Appropriations Act (P.L. 103-329 of September 30, 1994).

### HISTORY OF THE FUND

The original 1945 authorization for the WCF was made to the Public Buildings Administration of the Federal Works Agency. It authorized appropriated capital of \$50,000 for operation of one plant, in Washington, DC. When the Federal Works Agency became part of GSA in 1949, this plant was located in the Lemon Building on New York Avenue, N.W., and it had an average employment of 77 and \$302,070 in income from services. In April, 1950, the plant was moved to its present location in the GSA Regional Office Building, 7th and D Streets, S.W.

In August and October, 1959, the Joint Committee on Printing authorized establishment of and procurement of additional printing equipment for Field Printing Plants at Boston, MA (activated November 1959); Dallas, TX (activated March, 1960); Kansas City, MO (activated April, 1960); and Atlanta, GA (activated May, 1960). With the installation of approximately \$50,000 worth of equipment in 1960, GSA reproduction operations in these four regional offices were converted to Field Printing Plants.

The Committee subsequently authorized establishment of additional Field Printing Plants: New York, NY; East Point, GA; Cincinnati, OH; St. Louis, MO; Fort Worth, TX; Salt Lake City, UT; San Francisco, CA; Billings, MT; and Juneau, AK.

In 1963, under impetus of OMB Circular No. A-68, GSA began a nationwide program to establish and operate centralized field duplicating services on a reimbursable basis. Cost benefit studies were, and are, conducted to precisely compare cost of space, equipment, and personnel under separate agency operations with similar costs on a centralized basis. Centralized printing or duplicating services are established only when such comparisons demonstrate positive Federal savings. Plans for establishment of these services in new Federal buildings are coordinated with the Public Buildings Service during the initial design stage of new construction projects.

As authorized by the Joint Committee on Printing, GSA currently operates 11 printing plants to meet its needs and those of other Federal agencies.

In addition to the initial \$50,000 working capital contained in the basic WCF authorization, a total of \$1,150,000 has been provided over the years in further capital appropriations (see Budgetary History section).

In FY 1995, the fund became the vehicle for financing administrative support activities previously funded by reimbursements under the General Management and Administration appropriation

### AUTHORIZING/APPROPRIATION LANGUAGE

WCF authorizing language was first contained in the 1946 Independent Offices Appropriation Act (P.L. 79-49; 40 U.S.C. 293). It is shown below, with those changes made to reflect establishment of GSA.

"For the establishment of a working capital fund there is appropriated \$50,000, without fiscal year limitation, for the payment of salaries and other expenses necessary to the operation of a central blueprinting, photostating, and duplicating service; said fund to be reimbursed in order to ensure continuous operation, from available funds of constituents of the General Services Administration, or of any other Federal agency for which services are performed, at rates to be determined by the Administrator of General Services on the basis of estimated actual charges for personal services, materials, equipment (including maintenance, repair, and depreciation on existing as well as new equipment) and other expenses: Provided, That at the close of each fiscal year any excess of funds resulting from such operation, after making adequate provision for the replacement of mechanical and other equipment and for accrued annual leave of employees engaged in this work by the establishment of reserves therefor, shall be covered into the Treasury of the United States as miscellaneous receipts."

Subsequent capital augmentations were contained in various appropriations Acts as follows:

"To increase the capital of the working capital fund established by the Act of May 3, 1945 (40 U.S.C. 293), \$\_\_\_\_\_."

The Treasury, Postal Service, and General Government Appropriations Act, 1995 (P.L. 103,329, September 30, 1994) authorized use of the fund for administrative support services:

"Amounts received for administrative support services provided under this head shall be credited to and merged with the Fund, to remain available until expended, for operating costs and capital outlays of the Fund and for the necessary expenses of administrative support services including accounting, budget, personnel, legal support and other related services; and the maintenance and operation of printing and reproduction facilities in support of the functions of the General Services Administration, other Federal agencies, and other entities; and other such administrative and management services that the Administrator of GSA deems appropriate and advantageous (subject to prior notice to the Office of Management and Budget): *Provided*, That entities for which such services are performed shall be charged at rates which will return in full the cost of operations."

## BUDGETARY HISTORY OF APPROPRIATIONS

\$(Thousands)

Fiscal	Estimate	Presidents	House	Senate	-----Appropriations Enacted-----		
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<u>Year</u>	<u>To OMB</u>	<u>Allowance</u>	<u>Bill</u>	<u>Bill</u>	<u>Amount</u>	<u>P. L.</u>	<u>Date</u>
/							
1961	(Originally submitted as a 1960 supplemental but treated as a 1981 budget amendment)		--	100	--	--	--
1962	200	150	--	150	100	87-141	8/17/61
1964	100	--	--	--	--	--	--
1965	200	200	--	100	100	88-507	8/30/64
1966	100	100	100	100	100	89-128	8/16/65
1967	200	200	100	100	100	89-555	9/6/66
1968	100	100	--	100	--	--	--
1969	200	200	--	--	--	--	--
1975	1,250	--	--	--	--	--	--
1976	750	--	--	--	--	--	--
1981	1,000	851	750	216	750	97-12 *	6/5/81

\* As provided by Pub. L. 96-536 of Dec. 16, 1980; Sec. 401 of P. L. 97-12 extended the June expiration date through the full fiscal year.

## PRINCIPAL FINANCIAL ASPECTS OF THE PROGRAM

\$(Thousands)

Fiscal	-----Operations-----		Operating	Payments	Outlays
<u>Year</u>	<u>Revenue</u>	<u>Expense</u>	<u>Profit/Loss</u>	<u>To Treasury</u>	
1950	396	391	5	5	- 45
1951	710	708	2	5	- 112
1952	787	779	8	4	- 60
1953	746	749	- 3	5	- 38
1954	632	639	- 7	3	5
1955	624	622	2	5	- 25
1956	670	682	- 12	5	59
1957	782	781	1	5	- 8
1958	965	956	9	2	-20
1959	1,109	1,098	11	10	47
1960	1,112	1,105	7	10	- 50
1961	1,471	1,456	15	7	- 28
1962	2,043	1,997	46	17	47
1963	2,959	2,849	110	45	- 44
1964	3,544	3,495	49	115	- 434
1965	4,718	4,709	9	67	264
1966	5,372	5,286	86	23	22
1967	6,584	6,459	125	77	- 137
1968	7,097	6,952	145	107	- 88
1969	7,745	7,430	315	104	- 25
1970	8,150	7,932	218	--	- 273
1971	9,552	9,349	203	18	- 76
1972	9,754	9,655	153	98	- 200
1973	10,254	10,090	164	65	52
1974	11,196	10,952	244	47	219
1975	13,558	13,422	136	--	- 199
1976	14,102	14,131	- 29	--	- 98
Trans Qtr	3,667	3,450	217	--	- 179
1977	17,659	17,593	66	--	- 248
1978	15,031	14,825	206	--	192
1979	15,321	15,264	57	273	- 414
1980	17,434	17,476	- 42	--	357
1981	21,113	21,420	- 308	171	332
1982	19,457	18,930	526	--	- 826
1983	19,517	18,609	962	66	- 1,011
1984	21,076	19,521	1,555	42	- 1,441
1985	22,261	21,012	1,249	703	- 759
1986	21,053	20,196	857	771	83
1987	22,055	20,980	1,075	712	- 812
1988	25,020	23,920	1,100	1,100	- 901
1989	27,261	28,498	- 1,237	--	1,502
1990	31,233	30,100	1,133	--	- 298

1991	35,390	35,833	- 443	--	- 10
1992	40,482	39,452	1,030	--	- 852
1993*	180,923	179,936	987	--	664
1994*	177,728	178,996	- 1,268	--	442
1995	178,535	179,736	- 1,201	--	- 11,006
1996	201,294	199,784	1,510	--	- 8,731
1997	190,561	193,726	- 3,165	--	3,692

\* FY 1993 and 1994 shown on a comparable basis with FY 1995.

#### EMPLOYMENT DATA

Fiscal Year	-----Permanent Positions-----			-----Average Employment-----			-----Average-----	
	<u>C.O.</u>	<u>Field</u>	<u>Total</u>	<u>C.O.</u>	<u>Field</u>	<u>Total</u>	<u>Grade</u>	<u>Salary</u>
1950	146	--	146	92	--	92	N/A	N/A
1951	172	--	172	141	--	141	GS 3.8 CPC 3.3 WB	\$ 3,436 2,398 3,600
1952	171	--	171	159	--	159	GS 3.9 CPC 3.2 WB	3,664 2,650 3,769
1953	154	--	154	148	--	148	GS 4.0 CPC 3.2 WB	3,713 2,795 4,252
1954	140	--	140	126	--	126	GS 4.3 WB	3,886 4,190
1955	116	--	116	113	--	113	GS 4.5 WB	3,999 4,452
1956	121	--	121	119	--	119	GS 4.6 WB	4,315 4,387
1957	134	--	134	127	--	127	GS 4.6 WB	4,264 4,406
1958	146	--	146	137	--	137	GS 4.4 WB	4,073 4,632
1959	146	--	146	141	--	141	GS 4.5 WB	4,613 4,958
1960	19	155	174	17	132	149	GS 4.6 WB	4,663 5,020
1961	19	170	189	17	154	171	GS 4.7 WB	5,080 5,293
1962	17	245	262	15	213	228	GS 4.6 WB	4,973 5,415
1963	17	297	314	16	262	278	GS 4.8 WB	5,358 5,561
1964	22	368	390	19	315	334	GS 5.3 WB	5,793 5,638
1965	20	389	409	20	374	394	GS 5.6 WB	6,337 5,981
1966	21	440	461	19	411	430	GS 5.5 WB	6,410 6,126
1967	22	448	470	19	436	455	GS 5.7 WB	6,923 6,406
1968	20	492	512	19	464	484	GS 5.8 WB	\$ 7,305 6,750
1969	16	468	484	16	473	489	GS 6.1 WB	7,810 7,340

1970	16	460	476	15	460	475	GS 6.3 WB	9,182 8,009
1971	12	481	493	11	469	480	GS 6.6 WB	9,985 8,766
1972	14	492	506	9	480	489	GS 6.3 WB	8,746 9,257
1973	14	524	538	12	488	500	GS 6.4 WB	10,810 9,824
1974	12	528	540	12	460	472	GS 6.45 WB	11,574 11,207
1975	11	468	479	8	483	491	GS 7.40 WB	12,506 12,146
1976	4	459	463	4	489	493	GS 7.09 WB	13,383 13,638
1977	3	414	417	4	440	444	GS 7.30 WB	13,787 14,986
1978	4	374	378	4	392	396	GS 7.24 WB	14,708 16,656
1979	14	389	403	11	388	399	GS 7.80 WB	14,750 16,346
1980	39	376	415	22	398	420	GS 7.40 WB	17,670 18,234
1981	29	364	393	38	419	457	GS 7.29 WB	19,164 20,074
1982	8	337	345	14	333	347	GS 7.62 WB	19,328 21,540
1983	15	277	292	16	296	312	(Data not available)	
1984	19	273	292	18	289	307	"	
1985	20	279	299	21	287	308	"	
1986	9	273	282	17	265	282		
1987	10	268	278	10	262	272		
1988	14	280	294	11	267	278		
1989	13	280	293	13	272	285		
1990	10	282	292	8	297	305		
1991	10	271	281	11	289	300		
1992	10	269	279	9	288	297		
1993	9	260	269	9	274	283		
1994	9	208	217	8	236	244		
1995	561	1,291	1,852	574	1,316	1,890		
1996	524	1,075	1,599	536	1,092	1,628		
1997	487	897	1,384	496	911	1,407		